



City of Seattle

Department of Planning and Development
Diane M. Sugimura, Director

**INTERPRETATION OF THE DIRECTOR
PURSUANT TO SEATTLE MUNICIPAL CODE TITLE 23
AND SECTION IIC OF THE 2004 CITY-UNIVERSITY AGREEMENT**

**Regarding an Amendment
to the University of Washington
Campus Master Plan**

**DPD Interpretation No. 11-001
(DPD Project No. 3011962)**

Issues raised:

Theresa Doherty, Director for Regional and Community Relations, at the University of Washington (UW) has requested this interpretation. The interpretation relates to three proposed amendments to the University's Campus Master Plan (CMP). The application asks whether each of these three specific amendments individually constitute minor or major amendments to the CMP. Amendments to Major Institutional Master Plans are subject to provisions of Seattle Municipal Code (SMC) 23.69.035, while amendments to the UW CMP are subject to the 1998 City-University Agreement, updated in 2004 by Ordinance Number 121688 (Agreement). SMC section 23.69.006.B states that the City-University Agreement shall govern, among other things, the master plan process for formulation, approval and amendment of the CMP.

The University of Washington proposes changes to three sections of the University of Washington CMP. It proposes:

Amendment One- Revise the CMP to include: a) the demolition of Lander Hall and the Center Building; b) the development of new residence halls on the Lander Hall and Center Building sites; and c) construct an addition to Terry Hall.

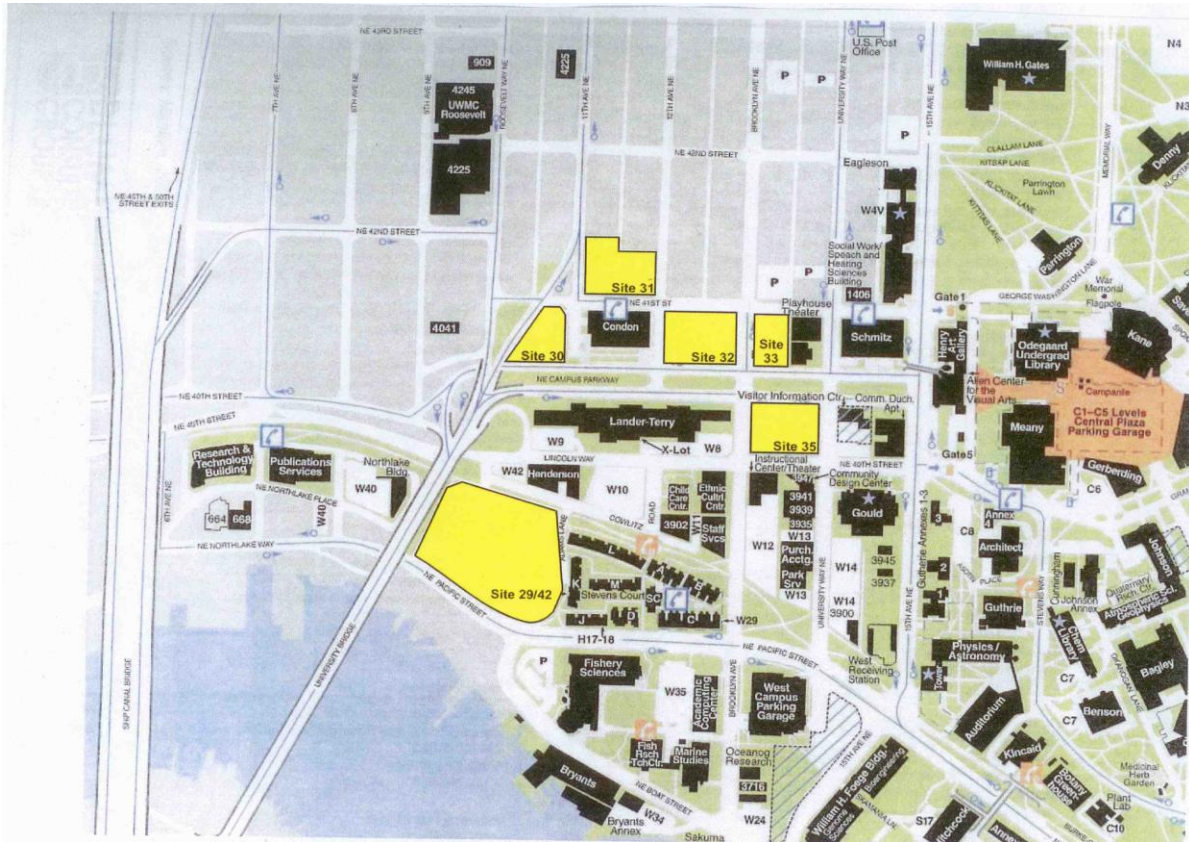
Amendment Two- Revise the CMP with regard to planned open space and development on sites 42W and 29W, including demolition of Mercer Hall.

Amendment Three- Transfer 535,000 gross square feet from the Central campus area to the West campus area.

Facts

The University of Washington completed its current Seattle Campus Master Plan in 2003, with the adoption of the CMP by the UW Board of Regents and the City Council. The CMP provides a broad conceptual framework for future expansion and renovation of the University's programs. It identifies approximate locations of development sites, as well as schematic proposals for future development on the sites. It guides the extent to which the UW may expand, both within individual campus sectors and cumulatively across the entire campus.

Background Information



The University is currently implementing its housing master plan to increase the amount of on-campus student housing. Currently the University houses 16 percent of its student population on campus. The UW's housing initiative calls for increasing the percentage of student housed on campus up to approximately 22 percent of the student population. The housing master plan was initiated in part; to support the University's role in sustainability and climate change by reducing commuter trips to campus; and to help implement the University Community Urban Center (UCUC) Plan. The UW issued a Draft Supplemental Environmental Impact Statement, July 10, 2009 and a Final Supplemental Environmental Impact Statement, December 11, 2009 for the housing master plan.

Phase IA of the housing master plan is to construct three residence halls on sites 32W, 33W and 35W, and to construct student apartments on site 31W. The four buildings will accommodate approximately 1,650 students. The Department of Planning and Development (DPD) approved permits for sites 31W and 33W, and a minor CMP amendment for Phase IA including a CMP minor amendment to allow 3,000 new student beds to be developed in the West campus. Construction on Sites 32W and 35W is scheduled to start in 2011.

Phase IB of the housing master plan is to construct student apartments on sites 29W/42W and 30W. These two sites will accommodate approximately 1,300 students. The University has submitted a MUP application (3011644) to demolish Mercer Hall and construct student apartments for a total of 936 beds on Site 29W/42W.

CMP Amendments and City-University agreement

The Agreement, in section C, provides a comprehensive framework for amending the CMP which supersedes portions of the Seattle Municipal Code (SMC). An amendment to the CMP may be exempt, minor or a major amendment. Exempt changes require no notice and the decision is not subject to appeal. A minor or major amendment requires a written analysis and determination prepared by the Department of Planning and Development which receives public notice and is appealable to the City of Seattle Hearing Examiner.

Exempt Changes

Section II.C.2 of the Agreement states an exempted change shall be:

- a. A change to the design and or location of a proposed structure or other improvement from that shown in the CMP, provided that the change to the structure or improvement meets the development standards set forth in the CMP and the location within the same sector, as defined in the CMP.
- b. Any movement of gross floor area within a sector, as defined by the CMP. Any new gross floor area added to a structure or proposed project must be accompanied by a decrease in gross floor area elsewhere within the sector if the total gross floor area permitted for the applicable sector would be exceeded; or
- c. Restriping or moving parking spaces around the campus; except that the moving of an approved parking structure from one sector (as defined in the CMP) to another shall not be exempt. After the ceiling of parking spaces set forth in the CMP is reached, for an action to be exempt, any new parking spaces must be accompanied by a decrease in parking space(s) elsewhere on campus so that the total number of approved parking spaces on campus is not decreased; or
- d. Any change in the phasing of construction, if not tied to a condition of the CMP imposed under the approval by the Council; or
- e. Any increase in gross floor area below-grade.

Minor Amendments

Minor amendments, as provided in section C.4 of the Agreement, are items which:

- Are not an exempt change;
- Are consistent with the general goals of the Master Plan;
- Are not major amendments as listed in the section; and
- Meet at least one of three criteria listed.

The Agreement provides: “Minor Amendments. A proposed change to an adopted Master Plan shall be considered and approved as a minor amendment when it is consistent with the general goals of the Master Plan, is not an exempt change according to Section II.C.2., is not a major amendment as listed in Section II.C.5.a. or Section II.C.5.b., and meets at least one of the following criteria:

- a. The amendment will not result in significantly greater impacts than those contemplated in the EIS for the adopted Master Plan; or
- b. The amendment is a change to the Master Plan development standard or Master Plan condition, or a change in the location or decrease in size of open space identified in the Master Plan, and the proposed change would not go beyond the minimum necessary to afford relief and will not be materially detrimental to the public welfare or injurious to the property or improvements in the vicinity in which the major institution is located; or
- c. The amendment or proposed project will implement the adopted goals and objectives of an adopted neighborhood plan.”

Major Amendments.

The Agreement provides: “A proposed change to an adopted Master Plan shall be considered a major amendment when it is not an exempt change according to Section II.C.2. or a minor amendment according to Section II.C.4. If an amendment is determined to be major, the amendment and environmental review process shall be subject to the provisions of Section II.B. In addition, either of the following shall be considered a major amendment:

- a. An increase in a height designation or the expansion of the boundary of the MIO District if the adopted Master Plan has been in effect less than ten (10) years; or
- b. A reduction in housing stock within the Primary or Secondary Impact Zone that exceeds the level approved in the adopted Master Plan.”

The DPD Director is to review the proposed plan change and determine, in the form of an interpretation, whether it is a minor or major amendment. (SMC 23.69.035.C) The Citizens Advisory Committee is to be given the opportunity to review a propose minor or major amendment, submit comments on whether it should be considered minor or major and what conditions (if any) should be imposed if it is minor. That committee is also to receive notice of the Director’s Decision on the matter.

Comment by CUCAC

The City, University, Community Advisory Committee (CUCAC) submitted a comment letter to the Director of Planning and Development on February 10, 2011. The letter was unanimously approved at the February 8, 2011 CUCAC meeting. In the letter CUCAC supports the CMP amendment to add new building sites for the renovation of Terry Hall and demolition and reconstruction/replacement of Lander and Mercer Halls as a minor amendment (Item 1, CMP change request).

CUCAC will support the proposed CMP amendments to transfer 535,000 gross square feet from the Central Campus to the west campus and to eliminate 42W as a designated opens site with underground parking (items 1 and 2 of CMP change request), **IF** the University of Washington agrees to remove site 5C (identified in the CMP) from the list of potential building sites and designates the site as open space permanently incorporating it into Denny Yard.

The letter states, that CUCAC recognizes that while open spaces included in the new construction as plazas located between the residential towers is of value, it fulfills a very different function than larger stand-alone open spaces such as the one originally proposed for 42W (CMP Figures IV-18 and IV-45).

Amendment One: a) the demolition of Lander Hall and the Center Building; b) the development of new residence halls on the Lander Hall and Center Building sites; and c) construct an addition to Terry Hall.

The CMP does not identify the Terry –Lander hall and Center Building as a building site. See Figure IV-70, Illustrative Development Area S/W-1, page 108. Under the CMP it is assumed that Terry-Lander Hall and the Center Building will be retained and renovated. However, as project planning advanced, the UW determined that the more sustainable and cost effective approach is to demolish Land Hall and the Center Building , recycle and reuse the demolished building materials to the extent practical, and construct new housing on these sites as well as an addition to Terry Hall on parking lot W9.

Analysis

Amendment One does not fit within any of the criteria for exempt changes: 1) It is not a change to the design and/or location of a proposed structure or other improvement shown in the Master Plan; 2) moving gross floor area within a sector; 3) restriping or moving parking spaces around the campus; 4) change in the phasing of construction; or 5) increase in gross floor area below grade.

A proposed change to an adopted Master Plan shall be considered and approved as a minor amendment when it is consistent with the general goals of the Master Plan. The proposed amendment is consistent with the general goals of the Master Plan, including; The CMP should provide for the facility and infrastructure needs of the next decade; the CMP should provide the maximum amount of flexibility in order to best accommodate future growth and take advantage of unforeseen opportunities; and, the CMP should encourage efficiency and economy in University operations with advantageous locations for facilities and advantageous adjacencies for uses.

The Agreement states that a proposed amendment must meet at least one of three criteria. Criterion one requires that the amendment will not result in significantly greater impacts than those contemplated in the EIS for the adopted Master Plan. The proposed amendment will not result in significantly greater impacts than those contemplated in the EIS for the adopted Master Plan. The Master Plan EIS analyzed the potential impacts of developing 3 million gross square feet of new facilities on campus. The proposed development will not result in an increase beyond the 3 million gross square feet. Limitations on the parking supply and existing Transportation Management Plan mitigate parking and transportation impacts on a campus wide basis. Land Use impacts including analysis of the neighborhood plan and development impacts on NE Campus Parkway have been assessed in the EIS. Short term impacts from demolition and construction have been identified and mitigated in the EIS for the adopted Master Plan.

This amendment is not a Major Amendment because it does meet the criteria to be a Minor Amendment and it is not an increase in allowed height or a reduction in housing stock within the primary or secondary impact zone.

Decision

Amendment One to allow a) the demolition of Lander Hall and the Center Building; b) the development of new residence halls on the Lander Hall and Center Building sites; and c) construct an addition to Terry Hall is a **minor amendment**.

Amendment Two: Revise the CMP with regard to planned open space and development on sites 42W and 29W, including demolition of Mercer Hall.

The CMP lists potential development sites on pages 86-87. The list includes Site 29W described as West of Mercer Hall and Site 42W described as South of Mercer Hall (underground). Figure IV-18, page 57 identifies Site 42W as existing open space. The CMP also includes illustrations of potential development on the various sites, labeled “illustrative development”. There are illustrations of Sites 29W and 42W on page 89, showing potential development sites campus wide; page 93, showing possible future development in the West Campus Area; and, page 113, identifying Site 29W with a new building and Site 42W with underground parking and open space development on the top of the parking deck.

According to the UW, planning for development of these two sites to accommodate additional student housing has now progressed to the point that it has become evident that the best way to develop student housing, parking and open space on these sites is to demolish Mercer Hall and combine Sites 29W, Site 42W, and the Mercer Hall site into one larger development site. As shown on the site plan for the submitted MUP application (3011644) open space will be provided on the parking deck between residential towers in plazas which provide amenities for both residences and the public. Pedestrian circulation between the Burke-Gilman trail and NE Pacific Street is encouraged. A water feature, rain garden and benches are also proposed. This proposed open space will replace current open space that can be described as passive, with a large open area of grass and trees.

The CMP, Figure IV-75, page 113 identifies development of open space on the top of the 42W underground parking garage. Although it is anticipated that the current open space would change with construction of the parking garage, the CMP does not discuss the qualitative elements of the current or future open space, however the CMP does show that the future open space will be continuous and not separated by structures. Current open space on site 42W is not considered a Unique and Significant Landscape as identified in the CMP, Figure III-5, page 31 or as an area for new and enhanced open space as identified in the CMP, Figure IV-18, page 57.

Analysis

Amendment Two does not fit within any of the criteria for exempt changes: 1) It is not a change to the design and/or location of a proposed structure or other improvement shown in the Master Plan; 2) moving gross floor area within a sector; 3) restriping or moving parking spaces around the campus; 4) change in the phasing of construction; or 5) increase in gross floor area below grade.

A proposed change to an adopted Master Plan shall be considered and approved as a minor amendment when it is consistent with the general goals of the Master Plan. The proposed amendment is consistent with the general goals of the Master Plan, including; The CMP should provide for the facility and infrastructure needs of the next decade; the CMP should provide the maximum amount of flexibility in order to best accommodate future growth and take advantage of unforeseen opportunities; the CMP should create an aesthetic quality appropriate to the campus as a whole and to specific areas, conserving and improving existing buildings, open spaces, and views on campus, and looking for opportunities to create additional open spaces; the CMP should ensure access to and within the campus, maximizing non-vehicular travel, emphasizing pedestrian routes for all pedestrians, and promoting the design of environments to be usable by all people, to the greatest extent possible, without the need for special arrangements or adaptation's; and, the CMP should encourage efficiency and economy in University operations with advantageous locations for facilities and advantageous adjacencies for uses.

The Agreement states that a proposed amendment must meet at least one of three criteria. Criterion one requires that the amendment will not result in significantly greater impacts than those contemplated in the EIS for the adopted Master Plan. The proposed amendment will not result in significantly greater impacts than those contemplated in the EIS for the adopted Master Plan. The Master Plan EIS analyzed the potential impacts of developing 3 million gross square feet of new facilities on campus. The proposed development will not result in an increase beyond the 3 million gross square feet. Limitations on the parking supply and existing Transportation Management Plan mitigate parking and transportation impacts on a campus wide basis. Short term impacts from demolition and construction along with the long term impacts from the loss of trees as a direct result of development have been identified and mitigated in the EIS for the adopted Master Plan.

The DEIS for the adopted Master Plan identifies in figure 6, open space changes. Site 42W is designated as current open space and is not proposed to be enhanced. Page 63 identifies 'Unique and Significant landscapes'. Open space located on 42W is not designated as unique and significant. Impacts are identified to lawns, trees, and shrubs from construction and expansion of building footprints. The EIS identifies the potential loss of open space and surface parking, however this is considered on a campus wide impact not site by site.

Criterion two is not applicable because the University is not requesting a change to the development standards, a Master Plan condition, or a change in location or decrease in size of open space. Open space is still identified with redevelopment of sites 29W and 42W and of comparable size.

DPD has determined it does not have the authority based on the applicable criteria to condition this amendment as requested by CUCAC. The proposed change in open space on Sites 29W and 42W resulting from the requested amendment is minor and does not necessitate mitigation. The project includes significant open space that will serve as a valuable amenity. The creation of vistas, plazas, and passive recreational space as part of the Site 29W project, while different in character to the opens space that was originally identified for Site 42W, is part of the campus-wide diversity of open space and is not a significant change warranting mitigation.

This amendment is not a Major Amendment because it does meet the criteria to be a Minor Amendment and it is not an increase in allowed height or a reduction in housing stock within the primary or secondary impact zone.

Decision

Amendment Two to revise the CMP with regard to planned open space and development on sites 42W and 29W, including demolition of Mercer Hall is a **minor amendment**.

Amendment Three: Transfer 535,000 gross square feet from the Central campus area to the West campus area.

The CMP allocates 3 million gross square feet of future development among four campus areas. The CMP allocates 1,590,000 gsf to the Central sector and 870,000 gsf to the West sector. The UW amendment will transfer a total of 535,000 gsf to the West campus, this total figure includes the 20 percent gsf transfer permitted under the CMP to be exempt from the CMP amendment procedures. The final total figure for capacity in the West sector will be 1,405,000 gsf.

DPD Interpretation No. 09-006 approved the reallocation of 3,000 additional beds to the West campus. It was found that “the proposed development of an additional 3,000 housing units to the west campus area will not result in significantly greater impacts than those contemplated in the EIS for the adopted Master Plan because the development of up to 3 million gsf of new building area was contemplated in the EIS. The student population at the University would not change as a result of this action. Housing students near campus will reduce traffic and air pollution impacts in the area. Student housing would be expected to have less negative environmental impacts generally than other University uses such as office and classroom use.”

Analysis

Amendment Three does not fit within any of the criteria for exempt changes: 1) It is not a change to the design and/or location of a proposed structure or other improvement shown in the Master Plan; 2) moving gross floor area within a sector; 3) restriping or moving parking spaces around the campus; 4) change in the phasing of construction; or 5) increase in gross floor area below grade.

A proposed change to an adopted Master Plan shall be considered and approved as a minor amendment when it is consistent with the general goals of the Master Plan. The proposed amendment is consistent with the general goals of the Master Plan, including; The CMP should provide for the facility and infrastructure needs of the next decade; the CMP should provide the maximum amount of flexibility in order to best accommodate future growth and take advantage of unforeseen opportunities; and, the CMP should encourage efficiency and economy in University operations with advantageous locations for facilities and advantageous adjacencies for uses.

The Agreement states that a proposed amendment must meet at least one of three criteria. Criterion one requires that the amendment will not result in significantly greater impacts than those contemplated in the EIS for the adopted Master Plan. The proposed amendment will not result in significantly greater impacts than those contemplated in the EIS for the adopted Master Plan. The Master Plan EIS analyzed the potential impacts of developing 3 million gross square feet of new facilities on campus. The proposed development will not result in an increase beyond the 3 million gross square feet. Limitations on the parking supply and existing Transportation Management Plan mitigate parking and transportation impacts on a campus wide basis. Therefore greater impacts to traffic and parking will not result by moving gross square feet between sectors. Potential development sites in the CMP identify building envelopes in the West campus from 48,000 gsf to 309,000 gsf. Allocation of the gross square feet will allow new and replacement structures for student housing and will not result in greater bulk and scale impacts than those anticipated in the Master Plan EIS.

This amendment is not a Major Amendment because it does meet the criteria to be a Minor Amendment and it is not an increase in allowed height or a reduction in housing stock within the primary or secondary impact zone.

Decision

Amendment Three to allow the transfer of 535,000 gross square feet from the Central campus area to the West campus area is a **minor amendment**.

The gross square footage by sector with approval of this amendment will be:

Central	955,000 gsf
West	1,405,000 gsf
South/Southwest	390,000 gsf
East	150,000 gsf

Summary:

The three requested amendments to the University of Washington Campus Master Plan are determined to be minor amendments.

Entered this 18th day of April, 2011.

(signature on file)
Stephanie Haines, DPD Senior Land Use Planner
Department of Planning and Development